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REPORT OF A STUDY OF THE FEASIBILITY OF A JUNIOR COLLEGE IN ROOSEVELT, UTAH.

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UTAH STATE COORDINATING COUNCIL OF HIGHER EDUC.

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FEASIBILITY STUDIES COMPLETED IN THE ROOSEVELT, UTAH, AREA INDICATE THAT THE EXISTING POST-HIGH SCHOOL INSTITUTIONS MEET THE NEEDS OF THE AREA WELL. ESTIMATES OF POTENTIAL ENROLLMENT INDICATE THAT FEWER THAN 300 REGULAR STUDENTS FROM THE REGION CAN BE EXPECTED IN ANY YEAR FOR AT LEAST A DECADE AHEAD. ALSO A MAJOR PROPORTION OF THE STUDENTS, WHICH A COLLEGE AT ROOSEVELT WOULD SEEK TO SERVE, LIVE BEYOND A PRACTICAL COMMUTING DISTANCE. THE QUALITY WOULD BE WEAKENED BECAUSE OF THE COMPARATIVELY LOW ECONOMIC SUPPORT PROVIDED FOR UTAH'S PUBLIC HIGHER EDUCATION INSTITUTIONS. IT IS RECOMMENDED THAT NO APPROPRIATION FOR A JUNIOR COLLEGE BE MADE AT THIS TIME BUT THAT A STUDY SHOULD BE MADE OF VARIOUS MEANS OF EXPANDING PRESENT OPPORTUNITIES FOR POST-HIGH SCHOOL EDUCATION. (HS)

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A FEASIBILITY STUDY

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ROOSEVELT JUNIOR COLLEGE

UNIVERSITY OF CALIF.
LOS ANGELES

JUN 10 1967

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U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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UTAH COORDINATING COUNCIL OF HIGHER EDUCATION

JC 670 049

REPORT

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STUDY OF THE FEASIBILITY

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JUNIOR COLLEGE IN ROOSEVELT, UTAH

Submitted to

THE 35TH LEGISLATURE

UTAH COORDINATING COUNCIL OF HIGHER EDUCATION

January 1963

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COORDINATING COUNCIL RECOMMENDATIONS

In view of the findings of the two Coordinating Council studies on the feasibility of implementing the legislation that created a junior college at Roosevelt, it is recommended that no appropriation be made for this purpose until such time as the criteria recommended by the Council can be met.

Continued study should be made of various means of expanding present opportunities for post-high school education in those areas of the state beyond commuting distance to higher institutions.

At such time as legislation is enacted, it should be a basic law outlining criteria for establishing junior colleges throughout the state.

SUMMARY OF FINDINGS

Studies of the Coordinating Council concerned with the feasibility of establishing and operating a junior college at or near Roosevelt, Utah, show:

1. The eleven public and private post-high school institutions are serving rather well the present needs of all areas of the state including the Uintah Basin.

2. The proportion of high school graduates of the Uintah Basin who enroll in post-high school institutions and those who continue into the sophomore year is somewhat below the average for the state as a whole.

3. Estimates of potential enrollment indicate that less than 300 regular students from the region can be expected in any year for at least a decade ahead.

4. A major portion of the students which a college at Roosevelt would seek to serve live beyond a practical commuting distance, as indicated by the experience of other colleges in Utah.

5. In small institutions (fewer than 400 to 500 for a junior college) a comprehensive, well-balanced program can be offered only at comparatively great expense. An over-restricted program fails to meet the needs of the students and constitutes a handicap to their further progress.

6. Because of the comparatively low economic support provided for Utah's public higher institutions, any further diffusion of available funds would tend to reduce present quality of offering.

7. Means other than the establishment of a junior college should be considered also as having potential for improving the opportunities for higher education in Uintah and Duchesne counties.

REPORT TO THE 35th LEGISLATURE OF A STUDY OF THE JUNIOR COLLEGE AUTHORIZED AT ROOSEVELT, UTAH

A Restudy

The 33rd Legislature in its regular session of 1959 authorized and directed the State Board of Education to establish a two-year junior college at or near Roosevelt, Utah, under some conditions enumerated in the law. One provision preceding the implementation of the law was that, "before any appropriation is made for the operation of said institution, the Coordinating Council of Higher Education shall make a report to the 34th Legislature."[1]

In accordance with this provision the Council prepared and submitted to the 34th Legislature an extensive report which considered "all major factors involved in determining the need for and the feasibility of establishing a junior college such as potential enrollments, curricular offerings, faculty, physical plant, finances, educational objectives, admission policies, the role of existing institutions in serving the area, and the effect of the new institution on existing ones."[2]

As an outgrowth of this study the Council recommended the following: "While in the judgment of the Council it seems unwise to establish a junior college at Roosevelt as provided in the law, this decision does not preclude the making of provisions for unmet needs for post-high school education in the Uintah Basin. No specific plans are proposed but some means are suggested which should be further explored."[3]

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[1]Laws of Utah 1959, Ch. 88, p. 182

[2]Report to the 34th Legislature of a Study of the Junior College Authorized at Roosevelt, Utah, 1960. p. 1

[3]Ibid., p. 7

Apparently prompted by a belief that further study should be made of the feasibility of establishing the junior college as provided, the 1959 law was amended to read:

> "The first unit of said school to be established shall be recommended by the Coordinating Council of Higher Education to the 35th Legislature after a study and investigation into the possibilities of a post-high school program to meet the needs of the area to be served.
>
> "The Coordinating Council of Higher Education shall solicit the assistance and cooperation of federal government agencies, including the Bureau of Indian Affairs, in providing facilities for an adequate post-high school program."[1]

The present study is made in response to the provisions of the amended law. It is designed to supplement the former report rather than to be a substitute for it. Revisions have been made which give consideration to changes in the Uintah Basin area and in the state as a whole. Additional data on enrollment and finances which have accrued as a result of both regular and special activities of the Council in the two intervening years since the earlier study was prepared are included in this restudy.

Opportunities for Post-High School Training

Among the important measures is the extent to which the youth of the region are being served by existing facilities. Data have been assembled by means of which the Uintah Basin area may be compared with other sections of the state. The ratio of freshmen in post-high school institutions to the high school graduates is one index of opportunity.

From Table 1 it may be noted that the ratio of freshmen to high school graduates is somewhat lower in Uintah and Duchesne counties than that of the state as

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[1] Laws of Utah 1961, Ch. 116, p. 401

a whole. In 1962, the ranks of these two counties among the 29 counties of the state were 20 and 13 respectively, where a rank of 1 is assigned to the county with the highest ratio. It may be observed from the table that the ratio in 1962 is higher than in any of the 3 previous years. (See Table 1, page 4.)

It may well be assumed that the presence of a post-high school institution in the Uintah Basin would increase the proportion of high school graduates who continue in school. To indicate the possible influence of a nearby institution, data from six counties in which, or adjacent to which, a college is located are presented for comparative purposes. (See Table 2, page 5.)

While there are wide differences among these counties, the average for all counties is very similar to that of the state as a whole. Some counties in which higher institutions are located show ratios that are not appreciably different from those of Uintah and Duchesne counties.

The ratio of sophomores to freshmen is a significant index of opportunities for higher education. Table 3 provides a comparison of the Uintah Basin counties with state averages with respect to the continuation of students into a second year. (See Table 3, page 6.)

The proportion of freshmen who continue to the sophomore year is noticeably smaller for Uintah and Duchesne counties than for the entire state. The necessity of leaving home to attend a higher institution seems to be an important factor in this lack of continuance although other factors are undoubtedly contributory.

An additional measure of opportunity for higher education, or of the extent to which the opportunity is accepted, is the relationship between total population and college enrollment. Table 4 provides the data with which to compare Uintah and Duchesne counties with state averages. (See Table 4, page 7.)

This table shows that the two counties are somewhat below the averages for the state. They consistently hold for the three-year period approximately the same ranks among the counties of the state.

TABLE 1: RATIO OF FRESHMEN IN POST-HIGH SCHOOL INSTITUTIONS TO HIGH SCHOOL GRADUATES OF UINTAH AND DUCHESNE COUNTIES

	1959			1960			1961			1962		
	H.S. Grads	Freshmen	Ratio	H.S. Grads	Freshmen	Ratio	H.S. Grads	Freshmen	Ratio	H.S. Grads	Freshmen	Ratio
Uintah	165	91	55.2	156	88	56.4	173	81	46.8	149	91	61.1
Duchesne	121	82	67.8	148	72	49.7	142	73	51.4	119	78	65.5
Combined	286	173	60.4	301	160	53.2	315	154	48.9	268	169	63.1
State												
Totals	10,141	6,849	67.5	11,301	7,213	63.8	12,376	8,004	64.6	12,172	8,515	69.6

TABLE 2: RATIO OF FRESHMEN TO HIGH SCHOOL GRADUATES IN SIX SELECTED COUNTIES

	1959			1960			1961			1962		
	H.S. Grads	Fresh-men	Ratio	H.S. Grads	Fresh-men	Ratio	H.S. Grads	Fresh-men	Ratio	H.S. Grads	Fresh-men	Ratio
Sanpete	227	128	56.4	201	143	71.1	200	140	70.0	214	130	60.7
Juab	90	58	64.4	72	37	51.4	90	35	38.9	85	53	62.3
Washington	160	118	73.8	181	119	65.7	193	123	63.7	167	129	65.3
Carbon	294	244	83.0	279	234	83.9	339	223	65.8	298	207	69.5
Emery	95	50	52.6	107	53	49.5	115	62	53.9	94	48	51.1
Iron	154	136	88.3	165	138	83.6	180	148	82.2	162	142	87.7
Total	1,020	734	72.0	1,005	724	72.0	1,117	731	65.4	1,020	709	69.5

TABLE 3: RATIO OF SOPHOMORES TO FRESHMEN OF PRECEDING YEAR IN POST-HIGH SCHOOL INSTITUTIONS

	Fresh-men 1959	Sopho-more 1960	Ratio	Fresh-men 1960	Sopho-more 1961	Ratio	Fresh-men 1961	Sopho-more 1962	Ratio
Uintah	91	48	52.7	88	44	50.0	81	42	51.9
Duchesne	82	30	36.6	72	34	47.2	73	30	41.1
Combined	173	78	45.1	160	78	48.8	154	72	46.7
State Totals	6,849	4,252	62.1	7,213	4,260	59.1	8,004	4,792	59.9

TABLE 4: RATIO OF ENROLLMENT IN UTAH HIGHER INSTITUTIONS TO TOTAL POPULATION

	1960 Total Population[1]	Enrollment 1960			Enrollment 1961			Enrollment 1962		
		No.	Ratio	Rank	No.	Ratio	Rank	No.	Ratio	Rank[2]
Uintah	11,582	196	1.7	24.5	195	1.7	25	203	1.8	24
Duchesne	7,179	173	2.4	14.5	151	2.1	21	161	2.2	22
Combined	18,761	369	2.0		346	1.8		364	1.9	
State Totals	890,627	19,803	2.2		20,540	2.3		22,327	2.5	

[1]Reliable data on yearly change in total population are not available

[2]Rank among 29 counties with highest ratio as rank 1

Typically the students from Uintah and Duchesne counties enroll in all of the higher institutions of the state with an observable tendency to favor nearby institutions. Table 5 presents data on enrollment of students from these counties in the various institutions over a four-year period. (See Table 5, page 9.)

It is doubtful if the state can ever attain a complete equality of opportunity for higher education in all regions. Areas of sparse population will always be at some disadvantage. From the data presented it may be concluded that while the Uintah Basin does not enjoy opportunities fully equal to those of the state as a whole, its youth are not seriously handicapped in relation to others.

TABLE 5: DISTRIBUTION OF STUDENTS FROM UINTAH AND DUCHESNE COUNTIES IN UTAH POST-HIGH SCHOOL INSTITUTIONS[1]

	Year	UofU	USU	Weber	CSU	Carbon	Snow	Dixie	BYU	Westm.	SLTTI	CUVS	Total
Uintah	1959	33	57	4	4	5	5	10	72	1	15	3	209
	1960	28	66	12	9	4			61		13	3	196
	1961	29	65	9	12	4	2	4	59		8	3	195
	1962	30	56	15	6	9	1	4	56	1	24	3	205
Duchesne	1959	16	85	7	2	1	14	2	54	3	12	5	201
	1960	15	66	4	3	7	9	8	51	1	7	2	173
	1961	9	47	2	5	16		6	53		11	2	151
	1962	11	36	6	1	6	3	5	78		11	4	161

[1]Fall Term Head Count

Determining Enrollment Potential

The usual method of determining enrollment potential for a junior college is to make projections on the basis of high school enrollments and high school graduates. Such data alone are inadequate in the state of Utah where junior colleges are state controlled and oriented. Analysis of the enrollments by residence of students shows that the junior colleges and the College of Southern Utah are serving the entire state as well as other states and foreign countries. Table 6 is designed to show the wide spread of territory represented in enrollments of these colleges.

TABLE 6: NUMBER OF UTAH COUNTIES FROM WHICH STUDENTS ENROLLED IN SMALLER UTAH COLLEGES

	Number of Counties			
	1959	1960	1961	1962
Snow	20	18	20	21
Dixie	19	18	22	22
Carbon	10	10	10	9
College of Southern Utah	24	24	26	25

The extent to which enrollees at these institutions are drawn from the immediate area and from more remote areas is shown in Table 7. (See page 11.)

It may be noted from this table that, with the exception of Carbon College, more than one-half of the enrollees reside outside of the area defined as the home region. A trend toward smaller proportions of enrollment from beyond the immediate area is strongly in evidence.

No attempt is made here to account for the situation revealed in the table. A study of the reasons for the choice of colleges could be of great value.

The information provided in the table points out the difficulty of projecting enrollments on the basis of local data alone.

TABLE 7: NUMBER AND PERCENT OF STUDENTS ENROLLED FROM HOME REGION BY INSTITUTION AND BY YEAR

Institution		1959	1960	1961	1962	Average for 1959-62
Carbon College (1)	No.	322	357	361	354	1,394
	%	86.6	83.0	78.6	80.8	81.9
Snow College (2)	No.	189	210	190	192	781
	%	49.3	51.7	45.4	42.4	47.0
Dixie College	No.	142	136	164	143	585
	%	51.6	42.5	48.0	41.9	45.8
All Junior Colleges	No.	653	703	715	689	2,760
	%	63.2	60.8	58.7	55.9	59.5
College of Southern Utah (3)	No.	214	208	233	182	837
	%	33.9	32.2	27.8	22.7	28.7
All Smaller Colleges	No.	867	911	948	871	3,597
	%	52.0	51.5	46.1	42.8	47.6

(1) Home region is defined as Carbon and Emery counties

(2) Home region is defined as Sanpete and Juab counties

(3) Lower division students only

The interrelationship of the institutions in matters of enrollment may be inferred by the extent to which these draw students from the same territory. The addition of other institutions will tend to decrease the enrollments in all of the existing ones even though they are not located in the same area of the state.

A slightly different view of the migration of lower division students from that presented in Table 7 is gained by noting the proportions that attend the college located in the home region in selected counties. These counties

are selected because they seem most comparable to Uintah and Duchesne counties if a junior college were established in the Uintah Basin. Since no trends are noticeable from year to year in the period of 1959 to 1962, only the totals for the four-year period are given in Table 8.

TABLE 8: PROPORTION OF JUNIOR COLLEGE STUDENTS FROM SELECTED COUNTIES ATTENDING INSTITUTIONS IN THE HOME REGION

County	Enrolled in Utah Higher Institutions		
	Total Number	Attending in Home Region Number	Percent
Carbon (1)	1,487	1,234	83.0
Emery (1)	351	166	47.3
Juab (2)	297	95	32.0
Sanpete (2)	875	664	75.9
Washington (3)	785	545	69.4
Total for 5 Counties	3,785	2,704	71.3
Iron (4)	980	837	85.4
Total for 6 Counties	4,775	3,541	74.2

(1) Home region for Carbon College

(2) Home region for Snow College

(3) Home region for Dixie College

(4) Home region for College of Southern Utah (lower division students only)

Enrollment Potential

One of the more important differences between this study of the feasibility of a junior college in the Uintah Basin and that which was previously made is the nature of the enrollment estimates. The amount of data available for the earlier projection was very limited in view of the newness of the activities of the Coordinating Council. Since that time a more up-to-date study of high school graduates has been made and additional data on college attendance have been gathered. Estimates of enrollment based on this more adequate data appear in Table 9.

TABLE 9: POTENTIAL ENROLLMENTS FOR A JUNIOR COLLEGE AT ROOSEVELT

Year	High School Graduates	Estimate No. 1	Estimate No. 2
1963-64	252	208	222
1964-65	353	247	268
1965-66	317	258	276
1966-67	314	246	264
1967-68	314	245	263
1968-69	317	247	265
1969-70	349	263	284
1970-71	331	263	283
1971-72	331	258	278
1972-73	334	260	279
1973-74	340	264	284
1974-75	348	270	290

Projections of high school graduates as made under auspices of the Council in 1960-61 were adjusted in terms of the actual number of graduates in two subsequent years.[1] The resulting figures are somewhat higher than those used in the early estimate of enrollment. Used for the projection designated as No. 1 in Table 9 were statewide four-year averages of freshmen

[1] Estimated Enrollment in Utah's Elementary and Secondary Schools by Districts and Grades for the period 1961-75, pp. 12 and 36

to high school graduates and of sophomores to freshmen of the preceding year. The resulting numbers were adjusted to the proportion of lower division students remaining in the home region for those areas where junior colleges are established. (See Table 8). Projection No. 2 is based upon the averages of freshmen for Uintah and Duchesne counties only and makes no adjustment for the proportion of the students of these grades who may leave the region to attend higher institutions elsewhere.

These projections must be viewed in relationship to the previously established criterion as to minimum enrollment.

> "The four hundred practically attainable full-time day students needed for the effective operation of a junior college refers to the total number of high school graduates from the area specifically to be served who are likely to attend the local college the first year following high school graduation and that proportion of first year students likely to remain the second year. Estimates do not include those in the community who, though not graduates of high school in the immediately past year, have decided to go on to college. Nor do the estimates include students from other counties or other states.
>
> "It should be pointed out that the college enrollment from the region served will be augmented by students from out of state and a few students from other counties in the state. The four hundred students referred to in the criterion do not refer to the total enrollment but only to those students from the area who will attend the local school. The total enrollment under this criterion would be something in excess of the four hundred from the area."[1]

Financing a Junior College

One of the major considerations in the establishment of a junior college is the cost. Utah maintains a relatively large educational program with only moderate financial resources. It is quite generally recognized that current programs of higher education are inadequately financed and also that the difference between the needs and the resources will become greater in the years ahead.

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[1] Report to the 34th Legislature of a Study of the Junior College Authorized at Roosevelt, Utah, p. 63

This situation imposes the need for prudent use of our educational resources.

Estimates of the cost of establishing and operating a junior college at Roosevelt are based on the experiences of presently operating junior colleges in the state. A minimum in physical plant to accommodate the program at an acceptable standard of quality will cost from $2.5 million to $3 million. Annual operating expense at current cost levels will probably amount to $250,000 to $275,000.

As previously indicated, the law which urges this study suggests investigation as to possibilities of assistance of federal government agencies. In response to inquiry to the Bureau of Indian Affairs, the information contained in the following paragraph was received:

> "There are at present no general Federal aids available for construction or operation of junior colleges providing collegiate and adult education to Indians. Only very limited Federal assistance in specific program areas is provided in connection with college operations under the National Defense Education Act. When a junior college, under the laws of the State is an extension of the public school system, the school district may quality for construction and operation aid under the program to Federally impacted areas authorized by Public Laws 815 and 874, as amended. The Defense Education Act and the programs under Public Laws 815 and 874 are administered by the U. S. Office of Education, Department of Health, Education and Welfare."[1]

An experimental program conducted during the school year 1961-62, although of too brief duration to be conclusive, gives some indication of the response of the community to the limited program. A total of 12 classes extending beyond the high school class had a combined enrollment of 225 students with an average class size of 18.9. The total number of student clock hours of instruction was 15,812. A full-time college student receives 500 to 600 clock

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[1]Letter to Dr. Arthur D. Browne from Hildegard Thompson, Acting Assistant Commissioner

clock hours of instruction in a year. The adult program was equivalent to approximately 30 full-time students.[1]

Costs to Students

One of the major arguments advanced for the establishment of institutions of higher education within commuting distance of the residence of students is the financial saving that results from living at home while attending school. Any estimate of such cost is necessarily very inaccurate because of the varying conditions under which students reside while away at school. Reports from the public higher institutions of Utah show a range of approximately $500 to $750 per year for board and room in institutional facilities. It may be safely assumed that these costs will continue to increase with higher standards of living and rising prices.

Assuming that the establishment of a junior college at Roosevelt would relieve 200 students per year from the necessity of living away from home, there would be a possible saving of $125,000 to the residents of the area. Offsetting this saving are the costs involved in living at home. The cost of 200 students living away from home represents no more than one-half of the cost of maintaining the institution.

Since the Uintah Basin is but one of the regions of the state where students are beyond commuting distance from higher institutions, the problem must be viewed on a statewide basis.

No data are available as to the proportion of college students in Utah who reside away from home. There are some indications that the number is increasing from year to year if the demand for college living quarters is

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[1] Special Report: Trade, Industrial and Business Education 1961-62, State Department of Public Instruction

used as an index. Throughout the country many students who attend the higher institutions must do so at the price of meeting room, board, and travel expenses. While the location of the institutions in Utah was probably not designed specifically to provide easy access for all students, Utah seems to have a comparably good distribution of institutions throughout the state. It is stated by the Utah Foundation that, "Higher education facilities are available in most of the populated areas of the State. Approximately 85% of Utah's population lives within a 25 mile radius of an established institution of higher learning."[1]

With the trend toward concentration of population in the metropolitan areas where most of our institutions are situated, there will undoubtedly be a larger proportion of potential students who have easier access to our institutions. For a portion of our population we shall need to devise and experiment with a variety of financing methods -- loans, scholarships, employment opportunities, etc. -- to assist students in meeting part of the cost of going to college.

Locally Sponsored Programs

Evidences presented in this brief study seem adequate to establish the need for expansion of post-high school educational opportunities in the Uintah Basin. Such needs, however, are not confined to this area of the state. Provisions for meeting this need should be statewide in scope.

While it is not the purpose of this report to present a detailed plan for meeting post-high school educational needs of rural or remote areas of the state, some features of such a plan may properly be stated.

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[1]Utah Foundation, Planning for Higher Education in Utah, Report No. 175

Post-high school offerings in some geographic areas of the state may be provided as upward extensions of the district school program. There are several advantages of such a plan over that of establishing separate schools under different jurisdictions.

1. There are legal provisions and precedent for district school extension. It is provided that,

> "Classes for adults -- Subjects. -- Every district school board of education in this state may raise and appropriate funds for adult education, determine fees to be levied, if any, and through its superintendent may hire teachers, establish and maintain classes for adults in English, the fundamental principles of democratic government, citizenship, public affairs, workers' education, forums, arts and crafts, general cultural subjects, adult recreation and such other subjects as the state board of education may determine upon. Said classes shall be subject to the regulations of the state board of education; and shall be organized to meet the needs of the adults in this state; and, as far as practicable, shall be held at such times and places as are most convenient and accessible to the members of the class."[1]

Precedent is established for extension of the district school program to the adult level. For the year 1961-62, there were 500 high school graduates from adult classes in nine of Utah's school districts. All of these districts are within the metropolitan area. The program appears to be expanding.

2. Extension of the district educational program fosters a desirable continuity. The availability of additional courses, especially vocational classes, should contribute to solution of the problem of drop-out students.

3. Local facilities -- school plant and personnel -- can be used to advantage.

State Support for Extended District School Programs

The establishment of extended programs in district schools does not

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[1]Utah Code Annotated 1953, Vol. 5, p. 721 - 53-30-3

relieve the state of its responsibility. Leadership in inaugurating such programs and providing for their general supervision might well be specifically assigned to the State Board of Education.

Generous financial aid from the state will be needed to supplement local effort since most districts are confronted with the problem of limited resources.